



**PREPARED STATEMENT OF  
ROBERT M. GROVES  
DIRECTOR  
US CENSUS BUREAU**

*The 2010 Census Communications Contract:  
The Media Plan in Hard to Count Areas*

**Before the Committee on Oversight and Government Reform  
Subcommittee on Information Policy, Census, and National Archives  
U.S. House of Representatives**

**24 February 2010**

Chairman Clay, Ranking Member McHenry, Members of the Subcommittee, thank you for this opportunity to testify on behalf of the Department of Commerce's Census Bureau. I welcome this opportunity to bring you up to date on the 2010 Census Communications Campaign.

From his first day in office, Secretary of Commerce Gary Locke has made it a priority for the Census Bureau to carry out a complete and accurate count of the 2010 Census and to ensure that we do so through a robust communications campaign. Since my appointment as Director of the Census Bureau last July, I have carefully reviewed the communications campaign and the media plans with particular attention to their research base to ensure that they will meet our goal of a fair and accurate 2010 Census. I am confident that the campaign is sound, the messaging clear, and that our contractors, with our guidance and oversight, are purchasing media that will reach hard to count populations and motivate them to respond to the 2010 Census questionnaire and cooperate with our enumerators.

Consistent with the statistical mission of the Census Bureau, the campaign was designed based on scientific data.

1. Staff assembled the rates of completing the questionnaire and undercount estimates by key socio-demographic groups. Groups with low participation rates were identified for disproportionate focus.
2. The contractor identified media outlets that reached different groups, focusing when appropriate on in-language media. As compared to the Census 2000 advertising campaign, it was clear that more funds should be spent on local markets than diverse mass outlets.
3. Media buys were directed by the nature of the need for a given audience (some best done in print, others on radio, others on TV, others using digital).

The 2010 Census Integrated Communications Campaign includes paid advertising, the partnership program, public relations, the Census in Schools program, and the 2010 Census Web site. The goal of the campaign is to inform and motivate the public to fill out and mail back the 2010 Census form. The plan draws on the successful partnership and marketing efforts used for Census 2000 and is being layered with extensive new research to give a real-time reflection of the barriers affecting a successful outcome of the 2010 Census.

Key challenges include reaching hard to count populations, inner city communities, young and mobile populations and those less inclined to respond to the census. Our campaign has been designed to reach as many people as possible with an emphasis on targeted populations, and hard-to-count populations will receive a disproportionately greater budget relative to their population size.

The campaign will occur in three phases. The "awareness/education" phase runs January to mid March, 2010. The second, "motivation" phase, runs mid-March to mid-April and is designed to motivate the public to fill out and mail back the questionnaire. The third and final "non-response-follow-up" (NRFU) phase runs from late April to June and is meant to encourage the public to cooperate with census workers who may come to their door if they do not send in their census form.

As it unfolds over the next several months, this communications campaign will be the largest in America. Mass advertising will target English speaking audiences and additional, specific advertising will be geared toward the range of diverse audiences, including hard-to-count populations. With additional funding provided in 2009 through the American Recovery and Reinvestment Act (ARRA), the total media buy

budget is now \$140 million, and we will advertise in 28 languages. We have drawn from our experience, a decade of research, and the requirements in Congressional appropriations to design a campaign that motivates hard to count populations. In contrast with 2000, local spending for multi-cultural audiences will exceed that of the mass audience, and we have significantly increased the allocations for specific populations relative to 2000 in actual dollars and as a percent of the media buy. The media buy will total \$140 million. \$60.8 million is allocated for the mass campaign, \$72.2 million is allocated to target audiences, and \$7.4 million is being held back to invest in areas experiencing low response rates. (The total budget is appended to this testimony.)

The mass campaign is designed to reach the almost 85 percent of residents who consume paid media and who speak English only. However, it will also reach segments of the other ethnic/language audiences, (especially the Black audience) to the extent they are consumers of media outlets in diverse mass as well as their own audience-specific media. Each of the targeted audience plans, Black, Hispanic, Asian, etc., has been designed to penetrate the individual market sufficiently to achieve our campaign goals for that audience.

The research driving the media plan is sound. Since 2007 our communications staff has been working closely with our communications contractor, Draft FCB, and their team of 12 subcontractors to test, design, and produce a multi-faceted paid media effort designed to reach everyone in America. This effort began with extensive Census Bureau research focused on understanding the societal factors which help contribute to low response rates. Among the key indicators are: rates of public assistance, unemployment rates, homeownership vs. renting, and linguistic isolation. Altogether we identified 12 variables which help predict low response and mapped these data at the census tract level. These variables were then grouped into audience clusters that cut across population groups. The Census Bureau then tested the value of this audience segmentation and concluded that it was strongly predictive of response likelihood. This research, along with commercial market research data used in the advertising industry including Arbitron, Nielson and Simmons market data, was used to help guide media buys, particularly at the local level.

Members of the contracting team with specific knowledge and experience in the target population groups developed media plans that contain the optimal mix of television, radio, digital, magazines, newspapers, and outdoor or "out-of-home" advertising.

As our contractors entered into negotiations for media buys for national and local outlets, they followed industry practices which seek "added value" from the media

outlets above and beyond the price of the placements sought by an advertiser. Examples of added value for the 2010 Census campaign include additional broadcast spots provided for free; celebrity endorsements or mentions of Census in programming or through public service announcements (PSAs); news or editorial content; or even special 2010 Census programming. A total of 2,500 request for proposals (RFPs) were issued for media buys, with over 61,000 media outlets responding and each outlet engaged was asked to provide some added value. Added value, however, was never a requirement of a final buy.

As of late January, the Census team had negotiated almost \$30 million in added value from media outlets. This represents a leveraging of the taxpayer spending on media buys of about 22.5% of the total \$133 million in buys negotiated or being completed. We expect the final added value may come close to 25% when finalized after NRFU.

The media plans for the Black, Hispanic and Asian audiences are described in detail below.

### **Black Audience Media Plan**

The Black Audience Media Plan was developed by a team of advertising experts at Global Hue, a leading, African American-owned firm. The media buy totals approximately \$23 million and is 35% above the Census 2000 levels for this audience. The plan targets the African American, African, Caribbean and Haitian audiences and consists of promotional and advertising materials in English and Haitian Creole through the following media vehicles\*:

|                              |        |
|------------------------------|--------|
| ○ TV (National and Local)    | \$10.2 |
| ○ Radio (National and Local) | \$6.7  |
| ○ Digital                    | \$1.6  |
| ○ Magazines                  | \$0.8  |
| ○ Newspapers                 | \$2.5  |
| ○ Out-of-Home (outdoor)      | \$1.2  |

\* Figures include projected media buys for the “non-response-follow-up” phase

The national advertising buys for the Black audience are expected to reach over 95 percent of this population. Local media buys will provide an additional reach in specific markets. This additional advertising will reach 50 percent of the Black

population in 16 local TV markets, 80 percent in 31 local radio markets, 50 percent in 31 out-of-home markets, and 25 percent in 60 local newspaper markets.

Global Hue was successful in obtaining added value totaling \$6.6 million. They also secured top-rated radio hosts for the Black audience, key celebrities and magazine editorials.

### **Hispanic Audience Media Plan**

The Hispanic Audience Media Plan was developed by a team of advertising experts at Global Hue Latino and D'expósito & Partners, leading agencies in their field of work. The media buy totals \$25.5 million and is 35 percent above the Census 2000 levels for this audience. The plan targets the diverse Hispanic community across the country and consists of promotional and media materials in Spanish and English across the following media vehicles:

|                              |        |
|------------------------------|--------|
| o TV (national and local)    | \$10.1 |
| o Radio (national and local) | \$5.1  |
| o Digital                    | \$0.8  |
| o Magazines                  | \$0.8  |
| o Newspapers                 | \$3.9  |
| o Out-of-home (outdoor)      | \$2.2  |
| o Non-response-follow-up     | \$2.6  |

The national advertising buys for the Hispanic audience are expected to reach over 95 percent of this population. Local media buys will provide an additional reach in specific markets. This additional advertising will reach 66 percent of the Hispanic population in 18 local TV markets, 81 percent in 38 local radio markets, 56 percent in 11 out-of-home markets, and 95 percent in 99 local print markets.

As with the Black audience plan, Global Hue Latino and D'expósito & Partners were successful in garnering significant added value totaling \$7.5 million. They, too, secured top-rated radio hosts, commitments from key voices in the Hispanic community, and content coverage in key print media.

### **Asian Audience Media Plan**

The Asian Audience Media Plan was developed by a team of advertising experts at the IW Group, a leading Asian-owned firm. The media buy totals approximately \$13.5 million and is 35 percent above the Census 2000 levels for this audience. The plan targets the Asian audience in the following languages: Chinese Mandarin, Chinese-Cantonese, Vietnamese, Khmer (Cambodian), Korean, Hmong, Hinglish (Asian Indian), Laotian, Tagalog (Filipino), Thai, Japanese, Urdu (Pakistani) and Bengali (Bangladeshi).

The Asian audience is the most diverse and multicultural of populations in the U.S. Almost every audience is composed predominantly of foreign-born immigrants, speaking different languages, practicing diverse religions, have widely different immigration patterns and different issues with respect to the government. \$13.5 million is allocated across the following media vehicles:

|                              |       |
|------------------------------|-------|
| o TV (National and Local)    | \$3.9 |
| o Radio (National and Local) | \$1.7 |
| o Digital                    | \$1.2 |
| o Print                      | \$5.2 |
| o Out-of-Home (outdoor)      | \$1.5 |

(These Figures include projected media buys for the “non-response-follow-up” phase. For television, ads will only be in Hinglish, Khmer, Chinese-Cantonese, Chinese-Mandarin, Tagalog, Japanese, Korean and Vietnamese.)

Estimated added value for the Asian audience is \$2 million.

### **American Indian/Alaska Native Audience Media Plan**

The American Indian/Alaska Native (AI/AN) Media Plan was developed by the media team at G&G Advertising. The media buy totals \$3.7 million. Significant research went into the development of the media plan with input from obtained from internal and external stakeholders. Specifics of the American Indian/Alaska Native audience media plan include:

- Targets the diverse American Indian/Alaska Native populations across the U.S. and Alaska.
- Allocates a \$ 3.7 million paid media buy as follows (figures are estimates):

- o TV (local) \$1.4 million
- o Radio (national and local) \$510,000
- o Print (newspapers and magazines) \$1 million
- o Out-of-home \$570,000
- o Digital \$200,000

- The local advertising buys for the AI/AN audience will reach the top markets with these populations. Below is a list of additional, local market coverage:

- o 21 local TV markets
- o 17 local radio markets, as well as utilizing online radio stations
- o 18 out-of-home markets
- o 24 local print markets

Audience-specific campaigns also are being implemented for the, the Native Hawaiian/Other Pacific Islander populations, and emerging audiences that include Arabic, Armenian, Iranian, Polish, Russian, and Ukrainian populations and for Puerto Rico. We will also advertise in German, French, Greek, Yiddish, Italian and Portuguese.

These targeted campaigns build on the mass campaign that will saturate media outlets in the months ahead. Taken together, we believe that we have a strategy that will help us meet the unique challenge of reaching everyone, including hard-to-count populations with the message that responding to the census is important, simple, and most of all entirely safe.

## Conclusion

As requested, my testimony has focused on the media plan. However, it is important to understand that this is only one component of our outreach and promotion strategy. Advertising can increase awareness, but it takes trusted voices to persuade people to participate in the Census. Over 200,000 Census partners are helping us get the message out. I know that the Members of this Committee, and the entire Congress, will do the same.

Mr. Chairman, I am aware that some Members of Congress have received letters from local media outlets in their districts, questioning the fairness of the amount of money spent on their outlets. I can honestly say that the program was objective and guided by data on what audiences needed, given their historical behavior on censuses and surveys



throughout the decade. The media purchase process was transparent and the requirements for the media outlets were standardized, regardless of whether it was CBS or a local newspaper. Not all media outlets in the country will receive contracts, but I am confident that the messages needed for different audiences are being delivered in every corner of America in a cost-efficient manner. We are confident that the current combination of partnership activity, Census in the Schools, public relations, the 2010 Census Web site and paid media is a powerful one for achieving widespread participation in the 2010 Census.

Nonetheless, we acknowledge that no plan is perfect, particularly one that must meet the awesome challenge of reaching everyone in America. That is why we are going to be completely transparent in our efforts, posting response rates on our website so that everyone involved in the 2010 Census can track our progress daily throughout the mailout/mailback period. And we are holding \$7.4 million back so that we can target advertising to areas and populations that are experiencing a particularly low response rate. We will be monitoring data to ensure that these media dollars, as well as targeted partnership activities, are applied as effectively as possible in hard-to-count areas. This is an additional resource at our disposal that we will use to ensure that we are doing everything possible to include everyone in the 2010 Census.

Chairman Clay, Ranking Member McHenry, and Members of the committee, thank you again for your time today and for inviting me to discuss the Census Bureau's communication plan. I look forward to answering any questions you may have.